

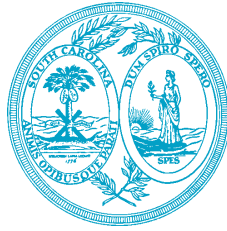


# ***Investing In South Carolina's Future by Preserving Our Past***

**Report of the  
Governor's Task Force  
on Historic Preservation  
and Heritage Tourism**

***November 2000***





## Governor's Task Force on Historic Preservation and Heritage Tourism

November 10, 2000

The Honorable James H. Hodges  
*Governor of South Carolina*

The Honorable John W. Drummond  
*President Pro Tempore*  
South Carolina Senate

The Honorable David H. Wilkins  
*The Speaker*  
South Carolina House of Representatives

Dear Gentlemen:

We are pleased to present to you and to the people of South Carolina *Investing in South Carolina's Future by Preserving Our Past*, the final report of the Governor's Task Force on Historic Preservation and Heritage Tourism. In presenting the report, we gratefully acknowledge Governor Hodges for his recognition of the value of South Carolina's heritage and his foresight in creating the Task Force. We also want to thank the many South Carolinians across the state who gave their time by participating in public forums sponsored by the Task Force. These citizens enthusiastically expressed their love for South Carolina's historic buildings, sites, and landscapes and voiced concerns about the preservation of our heritage for our children and grandchildren. Their comments inspired, challenged, and guided us.

As we begin the twenty-first century, we hope that these recommendations will serve as a blueprint for historic preservation and heritage tourism policy in South Carolina. State government, local government, and the private sector — working together — can make the recommendations become reality and preserve South Carolina's special heritage for the benefit of generations to come.

Sincerely,

A handwritten signature in dark ink, appearing to read "Robert T. Lyles", with a stylized flourish at the end.

Robert T. Lyles, *Chairman*

# Members of the Governor's Task Force on Historic Preservation and Heritage Tourism

## ***Chairman***

Robert T. Lyles, AIA  
*Columbia*

## ***Representing the State Senate***

Senator James Bryan for  
Senator John W. Drummond

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Jannie Harriot  
*Denmark*

A.V. Huff, Jr., Ph.D.  
*Greenville*

Steve McCrae  
*York*

Mayor Bill Rauch  
*Beaufort*

Vanessa Turner-Maybank  
*Charleston*

Frank Wideman  
*McCormick*

## ***Representing the House of Representatives***

Donald Kilgore, M.D. for  
Representative David H. Wilkins

## ***Ex-Officio Members***

George Harben for Charles S. Way, Jr.  
*S.C. Department of Commerce*

William R. Jennings  
*S.C. Department of Parks, Recreation  
and Tourism*

John B. Kent for Inez M. Tenenbaum  
*S.C. Department of Education*

Bruce Rippeteau, Ph.D.  
*S.C. Institute of Archaeology and  
Anthropology*

Paul Sandifer, Ph.D.  
*S.C. Department of Natural Resources*

Blanche Sproul for Elizabeth S. Mabry  
*S.C. Department of Transportation*

Rodger Stroup, Ph.D.  
*S.C. Department of Archives and History*

## ***Staff***

Marion M. Edmonds, *S.C. Department of Parks, Recreation and Tourism*  
Mary W. Edmonds, *S.C. Department of Archives and History*  
Chad Lennox, *Palmetto Trust for Historic Preservation*



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### ***Photo credits***

#### **Front Cover**

Smith Tobacco Barn, Dillon County.  
Jack Boucher, Historic American Buildings Survey (HABS)/Historic American Engineering Record (HAER)

Cowpens Iron Furnace, Cherokee County.  
Jack Boucher, HABS/HAER

First African Baptist Church, Beaufort.  
Colin Brooker

Greenwood Mills Village, Greenwood.

#### **Contents page**

Palmetto Building, Columbia. Jack Boucher, HABS/HAER

*Unless otherwise noted, all photographs in the report were copied from the collection of the South Carolina Department of Archives and History.*



## Executive Summary

South Carolina has a rich inheritance of historic places that contribute to our economy through heritage tourism as well as make our state a better place to live. We are losing our historic buildings, structures, landscapes, and archaeological sites at an alarming rate, however, and growth and development pressures over the next twenty-five years will present special challenges to preserving our heritage and benefiting from it.

### **Purpose of the Task Force**

Recognizing the value of historic preservation and heritage tourism to South Carolina's future, Governor Jim Hodges issued an executive order on February 3, 2000, creating the Governor's Task Force on Historic Preservation and Heritage Tourism. Governor Hodges charged the Task Force with developing a blueprint for making South Carolina #1 in historic preservation and heritage tourism. He asked the Task Force to identify impediments to historic preservation in South Carolina; to determine how to facilitate private stewardship of our many historic buildings, sites, and landscapes; to recommend how to better coordinate and enhance the state's existing preservation programs; and to develop strategies for encouraging heritage tourism.

### **Task Force Recommendations**

The Task Force identified four broad categories of actions that address the Governor's objectives and the concerns expressed in eleven regional forums: supporting private stewardship, educating South Carolinians about our heritage and its value, integrating historic preservation into public policy and planning, and developing heritage tourism. The Task

Force developed recommendations under each of these categories and ranked the recommendations in three tiers.

***Tier One: Implementation of these recommendations is critical to South Carolina's success in historic preservation and heritage tourism.***

#### ***Supporting Private Stewardship***

- ◆ Adopt state income tax credits to encourage private sector investment in the rehabilitation of historic buildings.
- ◆ Provide state matching grants for rehabilitating historic buildings.
- ◆ Build a statewide revolving fund to rescue endangered historic properties and resell them to sympathetic owners.

#### ***Educating South Carolinians about Our Heritage and Its Value***

- ◆ Use the expertise and resources of state agencies in a coordinated effort to enhance the teaching of South Carolina history in the public schools and to increase awareness of the state's wealth of historic places among all South Carolinians.
- ◆ Create an African American heritage specialist position and establish an African American heritage committee to accelerate the identification, preservation, and interpretation of African American historic resources.

#### ***Integrating Historic Preservation into Public Policy and Planning***

- ◆ Complete, and maintain in geographic information systems (GIS) format, a comprehensive survey of the state's historic buildings, sites, structures, districts, and landscapes.

- ◆ Develop, and maintain in geographic information systems (GIS) format, a model to predict the likely location of archaeological sites in the state.
- ◆ Expand the mission of the Governor's Interagency Council on Natural Resources Policy and add representatives of agencies and organizations concerned with preserving historic and prehistoric resources.

### ***Developing Heritage Tourism***

- ◆ Create a program for recognizing, certifying, and supporting the development of a statewide system of heritage areas to enhance tourism.

***Tier Two: Implementation of these recommendations will make significant contributions toward addressing the opportunities and challenges facing historic preservation and heritage tourism.***

### ***Educating South Carolinians about Our Heritage and Its Value***

- ◆ Develop and distribute an economic impact study on the benefits of historic preservation and heritage tourism.

### ***Integrating Historic Preservation into Public Policy and Planning***

- ◆ Develop a historic preservation training curriculum to be incorporated into existing training programs for local government officials and develop systems for increased sharing of information about historic properties with local governments.
- ◆ Increase flexibility in the Department of Education guidelines for schools to encourage the use or reuse of historic school buildings and the location of new schools in downtown areas. Seek state funding for local school districts to rehabilitate existing schools.

### ***Developing Heritage Tourism***

- ◆ Encourage South Carolinians to visit more historic sites within the state through statewide marketing and a grant program for local marketing.
- ◆ Develop and implement a plan for the ongoing maintenance of South Carolina Historical Markers.

***Tier Three: These recommendations are also worthy, but may need more study or take longer to implement.***

### ***Supporting Private Stewardship***

- ◆ Make modifications to increase use of the existing state law that allows communities to provide a property tax incentive for historic preservation projects.
- ◆ Explore the feasibility of a loan program for the rehabilitation of historic buildings.

### ***Educating South Carolinians about Our Heritage and Its Value***

- ◆ Educate building officials, architects, owners, and contractors about alternative means of applying building code requirements to historic buildings.
- ◆ Provide historic preservation training for architects and craftsmen and help property owners locate architects and craftsmen qualified for restoration and renovation projects.
- ◆ Raise the profile of the statewide historic preservation awards.

### ***Integrating Historic Preservation into Public Policy and Planning***

- ◆ Approve legislation creating a process to review and mitigate the impact of State-funded, licensed, or permitted projects on historic properties and archaeological sites.
- ◆ Provide incentives to encourage local governments to adopt comprehensive plans and historic preservation ordinances.

## Introduction: *Opportunities and Challenges*

South Carolina is blessed with a wonderful diversity of historic buildings, structures, landscapes, and archaeological sites. They range from Indian campgrounds dating to 10,000 B.C. to sites associated with the Civil Rights movement of the 1960s, from grand mansions to modest farmhouses, from upcountry textile mill villages to Pee Dee railroad towns to lowcountry rice fields. These properties remind us of the aspirations, courage, and ingenuity of those who came before us. They make South Carolina the place we call “home.”

### ***The Benefits of Historic Preservation***

Many citizens, private organizations, local governments, and state and federal agencies across South Carolina appreciate the value of preserving the state’s historic properties. They realize that in addition to giving our citizens a tangible record of our heritage, historic preservation enhances the quality of life in our communities and encourages the state’s economic growth.

- ◆ **Historic places help present and future generations understand the broad scope of our past.** South Carolina is a land of many stories. Our people have left a tangible record of these stories in the structures they built and the sites they settled. A prehistoric Indian mound, a slave house, an earthen Civil War fort, or a nineteenth century grist mill help history come alive before our eyes.
- ◆ **Historic places make our communities more attractive.** The graceful spire of a Gothic Revival church, a tree-lined row of Victorian houses, or tobacco barns dotting a Pee Dee field all enrich our environment. Preservation of local landmarks and districts helps communities retain a distinctive character, a sense of place.
- ◆ **Historic preservation helps revitalize downtowns and neighborhoods.** Communities have discovered that rehabilitating historic main streets can bring new life to declining downtowns. Historic preservation also fosters community pride and healthy, stable neighborhoods.

***The owner of INA USA Corporation, a German manufacturing company, credits the beauty of Cheraw’s historic district for his decision to build a second plant in the town.***



***The rehabilitated Newberry Opera House opened its doors in July 1998. Already the impact of the rehabilitation of the Opera House on Newberry’s historic downtown is obvious. An economic survey completed in June 1999 reported twenty new businesses in the downtown area. The State, 7/18/99***



◆ **Historic preservation creates jobs and increases property values.**

Rehabilitating historic buildings is labor intensive. Nationwide, every \$1 million spent in rehabilitating historic buildings creates 39 jobs, 2.2 more jobs than the same amount spent in new construction. As buildings are rehabilitated, property values rise and the local tax base increases.

◆ **Historic places attract visitors and support tourism.** Visiting historic places and museums is the third most popular trip activity in the country and is expected to grow at well above average rates as baby boomers retire and have more leisure time. In addition, a 1998 study for Better Homes and Gardens/Meredith Magazines listed historic sites as the most popular family vacation destination.



*Historic sites offer baby boomers, who are intensely interested in education, an opportunity to teach their children about our history.*

*With its restored opera house, historic inn, and town square, the town of Abbeville learned early that heritage tourism development can improve the quality of life for local residents.*

## ***The Potential of Heritage Tourism***

Tourism is South Carolina's largest industry, and heritage tourism is a significant and growing component of the industry.

◆ **Approximately 2.7 million heritage visitors travel to South Carolina destinations annually.** They spend an estimated \$581 million, which directly impacts 13,570 jobs and contributes \$48 million in local and state taxes.

◆ **Strong growth is expected for tourism in general, but heritage tourism is expected to grow at an even faster rate.** A recent national study found that while traditional tourism has been growing at an annual rate of 5 percent, heritage tourism is growing at a rate of 30 percent.

◆ **Heritage travelers are generally better-educated, stay longer, and spend more money.** According to a recent study by the Travel Industry Association, heritage travelers spend an average of \$688 per trip, about 62 percent more than the average traveler spends.

Besides stimulating businesses and creating jobs, heritage tourism also brings intangible benefits. Efforts to make a



## ***Historic Preservation and Tourism: A Winning Combination***

- ◆ According to Rutgers University's Center for Urban Policy Research, baby boomers have a greater interest than their parents in things historic. Better educated than any previous generation of Americans, they want to learn about and experience a connection to the past through visiting historic places.
- ◆ With the proliferation of nationally franchised restaurants, motels, strip malls, and superstores, one place in the country is beginning to look like any other. Travelers enjoy the richness, diversity, and authenticity of historic places.

community attractive to tourists also make it more attractive for residents. In addition, a community's sense of its own value and its sense of place are re-discovered in the process of developing a market for heritage tourism.

### ***Threats to South Carolina's Historic Properties and Heritage Tourism Potential***

If South Carolina is to benefit from the great potential that heritage tourism offers the state in the twenty-first century, we must protect and enhance the state's rich inheritance of historic places. These irreplaceable places are at risk, however. Rapid, unplanned development; demographic changes; disappearing farmland and evolving agricultural practices; and lack of public awareness and appreciation threaten our historic properties.

We have lost and continue to lose our historic buildings, structures, landscapes, and archaeological sites at an alarming rate. As historic properties fall to the wrecking ball and bulldozer, we are creating gaps in our downtown street-scapes, losing the local landmarks that make our communities special places, and



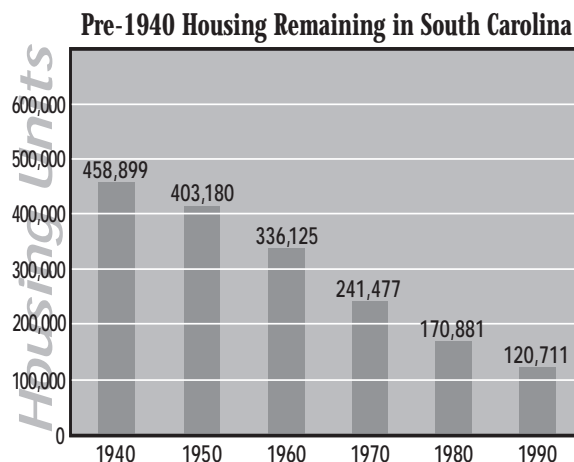
***The Gilmore House (on left), built ca. 1840, was the oldest house in the small town of Holly Hill and listed in the National Register of Historic Places. It was prominently sited on the main road through the town. In 1996, in spite of the efforts of local preservationists, the house was moved to make way for a nationally franchised drugstore (on right). The drugstore is closed.***

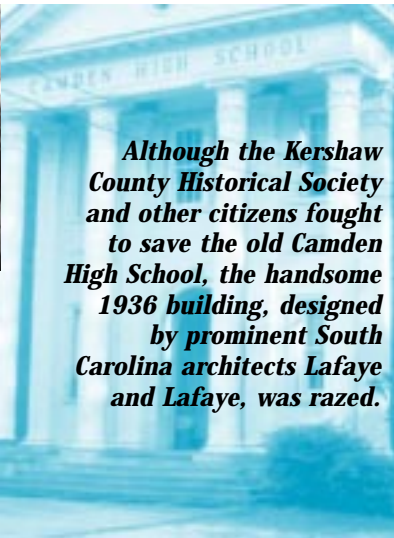
forever erasing tangible reminders of our shared history. We are also eroding the potential of our communities to profit from the economic and social benefits of heritage tourism.

***“The link [between historic preservation and heritage tourism] occurs only when a community preserves entire districts, not just isolated structures.”***

**Arthur Frommer, Travel Author**

The United States Census of Housing gives some indication of the rate at which we are losing historic properties across the state. In 1940, there were 458,899 residences in South Carolina. Since then





***Although the Kershaw County Historical Society and other citizens fought to save the old Camden High School, the handsome 1936 building, designed by prominent South Carolina architects Lafaye and Lafaye, was razed.***



we have lost almost 75 percent of those eighteenth, nineteenth, and early twentieth century residences, and the rate of loss has increased each decade since 1950.

The figures from the Census of Housing do not take into account all of the commercial buildings, agricultural buildings, public buildings, churches, schools, and industrial buildings that have been destroyed.

We are also losing archaeological sites, the settings of our historic buildings, and

**Total Acres of Land Conversion by State, 1992-1997**

Ranking	State	Acres Converted to Developed Land
1	Texas	1219,500
2	Pennsylvania	1123,200
3	Georgia	1053,200
4	Florida	945,300
5	North Carolina	781,500
6	California	694,800
7	Tennessee	611,600
8	Michigan	550,800
9	South Carolina	539,700
10	Ohio	521,200

Source: USDA, 1997 National Resource Inventory Summary Report and Jim Self Center on the Future, Clemson University

historic landscapes through the development of farmland and open space.

South Carolina's population has grown rapidly for the past ten years, but our land is being developed much more quickly than the population is growing. South Carolina ranked among the nation's top ten states in the number of acres of farms and woodlands converted for development in the period between 1992 and 1997.

## ***Purpose of the Governor's Task Force on Historic Preservation and Heritage Tourism***

**R**ecognizing the opportunities and challenges facing historic preservation and heritage tourism, Governor Jim Hodges signed an executive order on February 3, 2000, creating the Governor's Task Force on Historic Preservation and Heritage Tourism. Governor Hodges charged the Task Force with developing a blueprint for making South Carolina #1 in historic preservation and heritage tourism and outlined the

following specific duties and responsibilities:

- ◆ To prepare a background document outlining current programs in the state and identifying their strengths and potential; and
- ◆ To determine how to facilitate the preservation of our many historic buildings, sites, and landscapes through support for private stewardship; and



- ◆ To determine how to remove impediments to the restoration, rehabilitation, and preservation of historic resources in the policies of state and local government, and the business, financial, and legal communities; and
- ◆ To determine how to coordinate the many excellent preservation programs in South Carolina into a supportive, comprehensive approach toward the maximum utilization of the state's resources; and
- ◆ To determine how to recognize and promote strategies for historic resources to ensure the best return on the state's preservation efforts in terms of our overall economic development strategy; and
- ◆ To report to the Governor in a timely manner the findings and recommendations of the Task Force.

## ***Regional Forums***

**B**efore beginning their deliberations, the members of the Task Force on Historic Preservation and Heritage Tourism reviewed background information about the status of historic preservation and heritage tourism programs and activities in South Carolina. The Task Force also sponsored a series of eleven regional forums between May 11 and June 8, 2000, to solicit the comments of interested citizens across the state. Forums were held in the towns of Columbia, Rock Hill, Greenville, Charleston, Beaufort, Bishopville, Florence, Denmark, Aiken, Conway, and Abbeville. A total of 421 persons, representing 104 communities and forty-two of the state's forty-six counties participated in the forums. The communities ranged from towns such as Olar, Society Hill, Gray Court, and Yemassee with populations of less than 1,000 to the cities of Greenville, Charleston, and Columbia.

In structured discussions, participants in the forums responded to the following questions:

1. Think about your community or region of the state and what makes it special. What should be preserved for the future?
2. Now consider the state of South Carolina. What are the most important issues or concerns facing historic preservation in the state?
3. What are the most significant existing supports for historic preservation and heritage tourism? What are the most significant barriers?
4. What actions should be considered by the public or private sectors that could further promote historic preservation and heritage tourism?

### ***Responses to "What Should Be Preserved?"***

Forum participants cited a broad range of historic properties that are important to their communities and should be preserved for the future. Vernacular buildings; buildings of local historical importance; and properties associated with our agricultural, industrial, and transportation history were mentioned more often than high style buildings and properties of state or national historical importance.

Participants frequently mentioned the importance of preserving the settings for historic buildings, historic landscapes, and natural resources. For example, a





***Master's Estate, Pickens County***

participant in the Conway forum noted, *"We also need to preserve the beautiful old oak trees. We need to preserve the natural environment that goes along with the historic buildings."*

Preserving setting, environment, and context were also mentioned as important for successful heritage tourism.

The types of resources mentioned as worthy of preservation varied somewhat from region to region. For example, participants in Greenville were particularly concerned about historic textile mills and villages, while participants in Beaufort and Charleston were especially concerned about Civil War sites. However, there were some common themes across the forums.

Rural historic properties and landscapes were mentioned in all eleven forums. Participants expressed concerns about the preservation of buildings associated with the state's agricultural heritage, but they also stressed the importance of preserving other features of our traditional rural landscapes including trees, farmland, roads, river corridors, and millponds.



***South Carolinians are concerned about the preservation of our African American historic places. Dr. Benjamin E. Mays, a much honored educator, civil rights advocate, and mentor to Dr. Martin Luther King, Jr., was born in this small house near Epworth [Greenwood County] in 1894. Dr. Mays was influenced greatly by his early years in this house. It is uncertain whether the house, which is vacant and deteriorated, will survive to inspire future generations with the story of Dr. Mays. Photo Credit: History of S.C. Slide Collection***

African American historic properties were mentioned in ten of the eleven forums as properties that should be preserved. African American schools and churches were mentioned most often. Numerous participants stressed that we need to preserve and interpret the "whole story" of our history.

In most of the forums participants also discussed the importance of preserving historic schools, cemeteries, commercial buildings and downtowns, railroad-related properties, the character of our small towns, industrial resources, homes and neighborhoods, churches, and Native American and archaeological sites.

***"I'm from Los Angeles. Once the natural beauty and historic buildings are gone, they are gone forever. It will be too late then. Now South Carolina is like a museum or history book."***

**Participant in Beaufort Forum, 5/25/2000**

## ***Major Issues of Concern***

Across the forums, the most frequently mentioned issues related to the need for education, local government leadership, financial help, state government leadership, heritage tourism product development, marketing, and cooperation and partnerships. All of these issues were mentioned in most of the forums and stimulated the greatest interest and passion.

### **Most Frequently Mentioned Barriers to Historic Preservation and Heritage Tourism in the Eleven Forums**

*Background number reflects number of forums in which the issue was discussed*

11  
Lack of awareness and appreciation of the value of the state's historic places

11  
Lack of local government support for historic preservation and sensitive growth

11  
Need for increased grant funding to support private preservation efforts

11  
Need to enhance the state's heritage tourism product

10  
Need for increased heritage tourism marketing both within and outside the state

10  
Need for state income tax incentives to stimulate rehabilitation projects

10  
Need to educate children and youth about the state's heritage

8  
Need for state agencies to demonstrate cooperation and leadership in historic preservation

8  
Need for cooperation and unity in historic preservation efforts



***South Carolinians are concerned that rapid and unplanned development puts pressure on our historic places. This property was recently sold, the house moved, and the setting scraped bare in preparation for commercial development.***



***South Carolinians believe that we need to make our state's history "come alive" for our children. Photo Credit: Spartanburg County Historical Association***

## Task Force Recommendations

**R**elying heavily on the feedback from the regional forums, the Task Force developed a list of recommendations for meeting the challenges and taking advantage of the opportunities facing historic preservation and heritage tourism in South Carolina. The recommendations fall into four major areas:

- ◆ **Supporting Private Stewardship:** Most of South Carolina's historic properties and archaeological sites are in private ownership. When private property owners invest in preserving historic buildings and sites, their actions have enormous public benefit. Small investments by the State can stimulate private preservation efforts.
- ◆ **Educating South Carolinians about Our Heritage and Its Value:** If we are to be successful in preserving our rich heritage, our citizens must be better educated about our state's historic properties and archaeological sites and the importance of their preservation. We need to increase general public awareness of our historic resources; enhance the teaching of South Carolina history in our public schools; promote awareness of our African American heritage; provide historic preservation training for local government officials; and provide technical training for architects, contractors, craftsmen, and building code officials.
- ◆ **Integrating Historic Preservation into Public Policy and Planning:** State and local government planning and policies have a major impact on the preservation of South Carolina's historic buildings, structures, landscapes, and archaeological sites. We must encourage

the state and local governments to incorporate historic preservation into planning and policies.

- ◆ **Developing Heritage Tourism:** With its rich history and culture, South Carolina has excellent potential to develop heritage tourism as a vital new element within the state's thriving tourism industry. Properly coordinated and supported, heritage tourism can bring significant economic and quality of life benefits to many of our underdeveloped communities. We need to encourage and strengthen local efforts at heritage tourism with a coordinated statewide effort.

The Task Force also ranked the recommendations in three tiers.

**Tier One: Implementation of these recommendations is critical to South Carolina's success in historic preservation and heritage tourism.**

### **Supporting Private Stewardship**

**Adopt state income tax credits to encourage private sector investment in the rehabilitation of historic buildings.**

Currently, seventeen states, including North Carolina, Virginia, and West Virginia, have adopted state income tax credits for the rehabilitation of historic buildings. These credits have spurred private investment in vacant or under-used historic buildings and supported community revitalization efforts. State income tax credits, which are linked to preservation standards, also encourage owners to carry out better quality rehabilitation work.



## ***Tier One Recommendations***

### **Outline:**

- ◆ Provide 20% credit for income-producing historic buildings.
- ◆ Provide 25% credit for owner-occupied historic buildings.
- ◆ Buildings must be listed in or eligible for the National Register of Historic Places.
- ◆ Rehabilitation work must be substantial.
- ◆ Work must be approved by the South Carolina Department of Archives and History (SCDAH).

### **Implementation Requirements:**

- ◆ Amendment to state tax code
- ◆ \$50,000 for salary and related expenses for one new position at SCDAH to administer tax incentive program
- ◆ Coordination with the South Carolina Department of Revenue

***“There are significant financial incentives for new construction. Why not expand them for adaptive-reuse and rehabilitation projects that encourage tourism, the state’s largest industry?”***

**Participant in Aiken Forum, 6/1/2000**

### **Provide state matching grants for rehabilitating historic buildings.**

The South Carolina Department of Archives and History (SCDAH) currently administers a small state historic preservation grant program (approximately \$150,000 awarded per year) to help save endangered historic buildings, but available funds fall far short of meeting the need. A larger grant program would spur local investment in historic buildings and help heritage tourism efforts.

***“Over the past two years, several major industrial and commercial buildings have started or undergone rehabilitation that would not have happened without the use of the state tax credits. These renovations are adding significantly to local tax bases and aiding downtown revitalization efforts. The state is receiving additional business, income, and sales taxes as well as enhanced tourism income from these efforts, offsetting the costs for the incentives.”***

**J. Myrick Howard, Executive Director  
PRESERVATION NORTH CAROLINA**

### **Outline:**

- ◆ Funds would be administered through existing SCDAH historic preservation grant program.
- ◆ Competitive selection process with citizen input identifies most-worthy projects.
- ◆ State funds are matched with local funds.

### **Implementation Requirements:**

- ◆ Existing SCDAH staff would administer.
- ◆ \$500,000 for matching grants from an annual appropriation or dedicated source of funding

### **Build a statewide revolving fund to rescue endangered historic properties and resell them to sympathetic owners.**

In numerous other states, including North Carolina, Georgia, and Indiana, statewide revolving funds administered by statewide nonprofit preservation organizations have successfully rescued endangered historic buildings. The revolving funds are used to purchase historic buildings, stabilize the buildings if necessary, and resell them to sympathetic owners through national advertising. Easements are attached to the deeds, ensuring the protection of the



## ***Tier One Recommendations***

*A \$3,990 matching grant made possible by the State Historic Preservation Office and the South Carolina Downtown Development Association encouraged the owner of this building in McCormick to remove the false covering (top) and spruce up the historic façade (bottom). The work made a major impact on the downtown of this small rural community.*



properties in perpetuity. In South Carolina, the Palmetto Trust for Historic Preservation has established a fledgling revolving fund, which currently has \$150,000.

### **Outline:**

- ◆ Create an endowment of \$1,000,000 through private fund-raising to increase the effectiveness of the Palmetto Trust's revolving fund.

### **Implementation Requirements:**

- ◆ Governor's support for fund-raising
- ◆ \$1,000,000 in private funds for the revolving fund endowment
- ◆ One new, privately funded position at the Palmetto Trust

### ***Educating South Carolinians about our Heritage and Its Value***

**Use the expertise and resources of state agencies in a coordinated effort to enhance the teaching of South Carolina history in the public schools and to increase awareness of the state's wealth of historic places among all South Carolinians.**

According to preservation advocates across the state, lack of awareness and

appreciation for historic properties are major barriers to local preservation efforts. They also agree that educating our children and youth about South Carolina's heritage is essential to future preservation efforts.

### **Outline:**

- ◆ Coordinate existing agency programs for enhancing the teaching of South Carolina prehistory and history.
- ◆ Provide training for teachers and access to local and state resources to help South Carolina prehistory and history "come alive."
- ◆ Collaborate with the South Carolina Department of Education and South Carolina Educational Television (SCETV) to develop new resources for teaching South Carolina prehistory and history.
- ◆ Collaborate with SCETV to develop programs highlighting South Carolina's heritage for all ages.

### **Implementation Requirements:**

- ◆ Executive Order creating an interagency committee
- ◆ \$50,000 for salary and related expenses for one new position for a South Carolina history coordinator at the Department of Education
- ◆ \$100,000 for teacher workshops (expenses and scholarships)
- ◆ Coordination among SCETV; the South Carolina Department of Parks, Recreation and Tourism; the South Carolina Department of Archives and History; the South Carolina Department of Education; the State Museum; the South Carolina Department of Natural Resources (Heritage Trust); the South Carolina Institute of Archaeology and Anthropology; and related nonprofit organizations

## ***Tier One Recommendations***

***“There are a lot of naysayers who don’t see any need to preserve older buildings. They don’t understand the significance that tourism can bring to smaller towns. There are many people in our community who don’t see any sense in this at all.”***

Participant in Denmark forum, 6/1/2000

**Create an African American heritage specialist position and establish an African American heritage committee to accelerate the identification, recognition, and preservation of African American historic resources.**

Although almost one-third of South Carolina’s population is African American and the state has a particularly rich African American heritage, only a small fraction of the state’s historical markers and National Register listings recognize African American history. South Carolina’s traditional network of historical societies and preservation organizations generally does not reach African Americans. Most of the other southeastern states have successfully reached out to African American citizens and involved them in historic preservation activities by establishing statewide volunteer African American preservation committees. The most successful states have also added African American specialist positions to their state historic preservation offices.

### **Outline:**

- ◆ Position on staff of the State Historic Preservation Office at the South Carolina Department of Archives and History (SCDAH) would enhance outreach to African Americans.

- ◆ Volunteer committee would work with SCDAH and the South Carolina Department of Parks, Recreation and Tourism to identify, preserve, and interpret African American historic places.

### **Implementation Requirements:**

- ◆ Executive Order creating an African American heritage committee
- ◆ \$50,000 for salary and related expenses for one new position for African American heritage specialist
- ◆ \$10,000 for operational funds for the committee

***“African American history is culturally rich and important to our state. We need to do a better job of recognizing this. The mixing of the two cultures made our state what it is.”***

Participant in Florence forum, 5/30/2000

***Integrating Historic Preservation into Public Policy and Planning***  
**Complete, and maintain in geographic information systems (GIS) format, a comprehensive survey of the state’s historic buildings, sites, structures, districts, and landscapes.**

Identifying, evaluating, recording, and mapping historic properties through surveys is the critical first step in planning for their protection. Yet, in an era of unprecedented growth, less than one-third of South Carolina’s counties have been comprehensively surveyed. Completing surveys of all of the state’s counties would help local governments plan and protect significant resources, build local public awareness of historic properties and spur further preservation activity, help state agencies plan and avoid last-minute conflicts, and provide information for interpreting and marketing historic sites.

## Tier One Recommendations

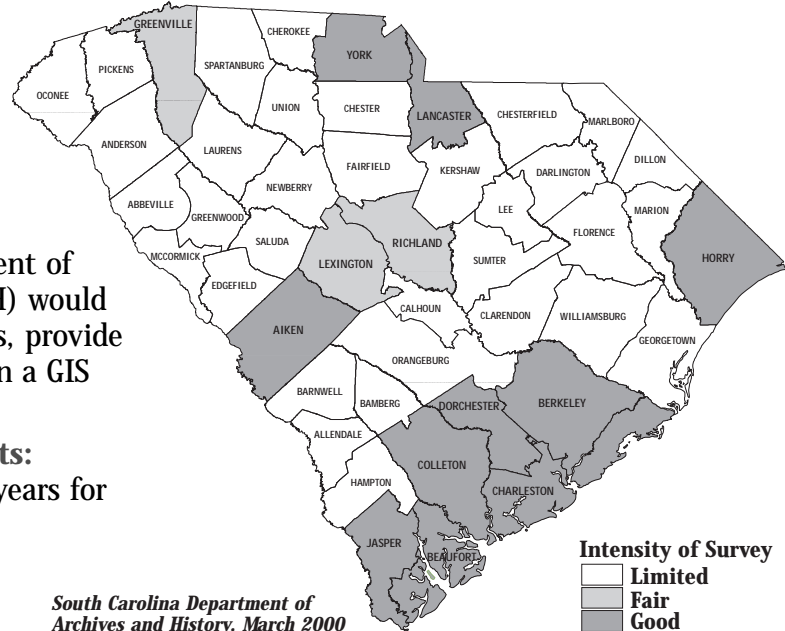
### Outline:

- ◆ Provide \$210,000 for grants each year for five years to complete survey of all counties.
- ◆ Local governments or organizations would provide 30% match.
- ◆ The South Carolina Department of Archives and History (SCDAH) would administer grants for surveys, provide quality control, and maintain a GIS database.

### Implementation Requirements:

- ◆ \$210,000 each year for five years for grants to counties
- ◆ SCDAH would administer with existing staff and graduate assistantships

### County Architectural Surveys



### Develop, and maintain in geographic information systems (GIS) format, a model to predict the likely location of archaeological sites in the state.

A predictive model of archaeological site location would help state and federal agencies, local governments, and developers identify areas with a high probability of archaeological sites early in the planning process for projects. These areas could be avoided, when possible, or archaeological investigations carried out if they could not be avoided. A predictive model would encourage the preservation of irreplaceable information about the state's history and prehistory that lies underground; help state and federal agencies, local governments, and developers avoid last minute conflicts; and serve as a cost-effective way to identify areas likely to include archaeological sites.

### Outline:

- ◆ Build on existing archaeological, natural resource, and historic data to develop a model for predicting the location of archaeological sites.
- ◆ Test the model by conducting surveys.
- ◆ Share the model with state and federal agencies and local governments.

### Implementation Requirements:

- ◆ \$55,000 for salary and related expenses for one new position at the South Carolina Institute of Archaeology and Anthropology to complete and maintain the predictive model and the GIS layer of archaeological sites
- ◆ \$25,000 for one-year temporary position for data entry specialist



## ***Tier One Recommendations***



*From prehistoric sites we can learn how early people hunted, what they ate, how their communities were organized, and how they buried their dead. Photo Credit: S.C. Institute of Archaeology and Anthropology*

**Expand the mission of the Governor's Interagency Council on Natural Resources Policy and add representatives of agencies and organizations concerned with preserving historic and prehistoric resources.**

According to local advocates of historic preservation and heritage tourism, state agencies often have conflicting agendas and state agency policies are sometimes barriers to historic preservation and heritage tourism. Governor Hodges has appointed an Interagency Council on Natural Resources Policy to work on major environmental issues affecting South Carolina. It includes representatives of natural resource agencies and non-voting representatives from the South Carolina Department of Transportation, the South Carolina Department of Commerce, and the South Carolina Department of Revenue and two environmental organizations. Because there is much

overlap of issues, protection of South Carolina's natural and historic heritage could be strengthened by expanding the mission and composition of the Council.

### **Outline:**

- ◆ Expand the mission and composition of the Interagency Council on Natural Resources

### **Implementation Requirements:**

- ◆ Executive Order revising the mission and composition of the Interagency Council on Natural Resources Policy

***"We are at the point of selling this state very, very cheaply. Without planning and ordinances, it's going to be gone. We're going to lose our state."***

**Participant in Florence forum, 5/30/2000**

## ***Developing Heritage Tourism***

**Create a system for recognizing, certifying, and supporting the development of a statewide system of heritage areas to enhance tourism.**

South Carolina has one of eighteen nationally-recognized heritage areas, the South Carolina National Heritage Corridor, which includes fourteen of the state's forty-six counties. Local tourism efforts in the Corridor qualify for financial and technical assistance from both the federal and state governments. Although there are fledgling heritage tourism areas in other parts of the state, they do not qualify for financial and technical assistance. Other states have created statewide programs to provide directed and coordinated incentives to local heritage tourism efforts, ensure the most effective allocation of state resources, and provide certified, quality product to tourists and visitors.



## ***Tier One/Tier Two Recommendations***

### **Outline:**

- ◆ Create a multi-level system of state recognition for regional and local tourism efforts.
- ◆ Establish escalating sets of criteria for preservation, beautification, product development, and marketing that can be met to achieve higher levels of recognition.
- ◆ Link increased technical assistance, grant funds, and marketing assistance to higher levels of certification.

### **Implementation Requirements:**

- ◆ \$50,000 for salary, benefits, travel, equipment, and telephone for one new position at the South Carolina Department of Parks, Recreation and Tourism (SCPRT)
- ◆ \$200,000 for grants and marketing for the first year. Would need to increase as program developed.
- ◆ Coordination among SCPRT, regional tourism organizations, councils of government, State Museum, the South Carolina Department of Archives and History, the South Carolina Department of Natural Resources, the South Carolina Arts Commission, the South Carolina Department of Transportation, and others

***“There are a bunch of Yankee dollars just waiting to come South. We need to liberate those dollars.”***

**Participant in Bishopville forum, 5/30/2000**



***Built ca. 1740 on the Ashley River, Drayton Hall is one of the nation's finest examples of Georgian-Palladian architecture and a major heritage tourism destination.***

***Tier Two: Implementation of these recommendations will make significant contributions toward addressing the opportunities and challenges facing historic preservation and heritage tourism.***

### ***Educating South Carolinians about Our Heritage and Its Value***

**Develop and distribute an economic impact study on the benefits of historic preservation and heritage tourism.**

City and county councils face much competition for funds. If they can be shown how historic preservation and heritage tourism will benefit their jurisdiction economically, they will be more likely to support related activities. Economic impact studies also serve as tools for both preservation and tourism professionals and local advocates to use to gather support for preservation and tourism projects. An economic impact study should involve the collaboration of the Palmetto Trust for Historic

## ***Tier Two Recommendations***

Preservation; the South Carolina Department of Archives and History; the South Carolina Department of Parks, Recreation and Tourism; the South Carolina Downtown Development Association; and other related organizations.

### ***Integrating Historic Preservation into Public Policy and Planning***

**Develop a historic preservation training curriculum to be incorporated into existing training programs for local government officials and develop systems for increased sharing of information about historic properties with local governments.**

Informed local governments can protect historic buildings, districts, and archaeological sites through planning, zoning, and ordinances, but, according to local preservation advocates, many local government officials are not convinced of the value of historic preservation and are not familiar with preservation tools. A preservation training program should be developed through collaboration of the South Carolina Department of Archives and History (SCDAH) with the Municipal Association of South Carolina, the South Carolina Association of Counties, the councils of government, the South Carolina Chapter of the American Planning Association (SCAPA), the University of South Carolina's Institute of Public Affairs, and Clemson University's Strom Thurmond Institute. Other training programs are needed to equip historic preservation advocates for working effectively with their local officials. In addition, systems for sharing information about historic properties and archaeological sites among state and local governments need to be improved.

**Increase flexibility in the South Carolina Department of Education's guidelines for schools to encourage the use or reuse of historic school buildings and the location of new schools in downtown areas. Seek state funding for local school districts to rehabilitate existing schools.**

Historic schools are often architectural landmarks and community focal points, but the South Carolina Department of Education's minimum acreage requirements discourage school districts from renovating and adding on to historic buildings instead of constructing new buildings. The acreage requirements also discourage the construction of new schools in downtown areas and encourage suburban sprawl. South Carolina Department of Education guidelines need to be examined and revised to make them more adaptable to historic schools and downtown neighborhoods. Some states also encourage the renovation of existing schools by providing financial incentives for renovation rather than new construction. We need to explore the feasibility of providing similar financial incentives in South Carolina.

### ***Developing Heritage Tourism***

**Encourage South Carolinians to visit more historic sites within the state through statewide marketing and a grant program for local marketing.**

The South Carolina Department of Parks, Recreation and Tourism (SCPRT) annually spends over \$2 million on general tourism advertising and over \$2 million on tourism promotion grants, but most of this expenditure is to attract non-residents. A relatively small amount of additional funding for in-state advertising would increase knowledge of South

## ***Tier Two/Tier Three Recommendations***

Carolina history among our citizens, raise our self-image, and increase local tourism expenditures. Funds for in-state advertising should include both a statewide marketing campaign (\$200,000) through the South Carolina Department of Parks, Recreation and Tourism (SCPRT), and a marketing grants program (\$200,000), also administered by SCPRT, to assist local efforts at in-state heritage tourism promotion.

### **Develop and implement a plan for the ongoing maintenance of South Carolina Historical Markers.**

In South Carolina there are no state funds to purchase or maintain historical markers. Local organizations pay for purchasing historical markers, which are erected by staff of the South Carolina Department of Transportation (SCDOT). The local sponsors are responsible for maintenance of the markers, but in many places the organizations that erected the markers are no longer active or have ceased to exist. As a result, many of our roadside markers are illegible and an embarrassment to the state. A maintenance endowment should be established to allow local offices of the South Carolina Department of Transportation to carry out maintenance on the markers on a rotating schedule. A



***Post Office/Vaucluse, Aiken County***

part-time new position at SCDOT would be needed to coordinate the maintenance program.

***Tier Three: These recommendations are also worthy, but may need more study or take longer to implement.***

### ***Supporting Private Stewardship***

**Make modifications to increase the use of the existing state law that allows communities to provide a property tax incentive for historic preservation projects.**

Existing legislation (the “Bailey Bill”) gives counties and municipalities the option of offering owners a tax break on rehabilitated historic properties. Technical complexities of the law and the fact that South Carolinians pay relatively low property taxes have meant the existing law has had limited impact on helping historic properties because few owners have applied for it. Revisions to the law are needed to clarify legal questions, streamline the administrative process, and make it available to property owners statewide.

### **Explore the feasibility of a loan program for the rehabilitation of historic buildings.**

There is public interest in low interest loan programs for rehabilitating or purchasing historic buildings. Loan programs, however, are difficult to administer, and there are few active historic preservation loan programs in other states. Study is needed on the feasibility of establishing loan programs for historic properties in partnership with banks.



### ***Tier Three Recommendations***

#### ***Educating South Carolinians about Our Heritage and Its Value***

**Educate building officials, architects, owners, and contractors about alternative means of applying building code requirements to historic buildings.**

Often local building code officials are not familiar with applying codes to historic buildings and materials. This can result in increased costs and loss of historic fabric. A field-guide or handbook of alternatives would support local building officials in applying the intent of the codes to historic buildings.

**Provide historic preservation training for architects and craftsmen and help property owners locate architects and craftsmen qualified for restoration and renovation projects.**

There is a great need for architects and craftsmen with training in working with historic buildings. Making a significant impact in this area might include establishing a historic preservation track at Clemson University's School of Architecture, providing continuing education programs for architects and contractors, developing certification programs for architects and contractors, supporting the School of the Building Arts in Charleston, and providing property owners with access to the names of qualified preservation professionals.

**Raise the profile of the statewide historic preservation awards.**

The Palmetto Trust for Historic Preservation, the South Carolina Department of Archives and History, and the Governor's Office present annual historic preservation awards. Increasing the visibility and prestige of these awards would increase awareness of South Carolina's historic properties.

#### ***Integrating Historic Preservation into Public Policy and Planning***

**Approve legislation creating a process for reviewing and mitigating the impact of state-funded, licensed, or permitted projects on historic properties.**

Several state and federal laws mandate coordination between the State Historic Preservation Office at the South Carolina Department of Archives and History and other state agencies when projects are planned that might have an effect on historic resources. These laws, however, do not apply to all actions of state agencies that are potentially destructive to historic buildings, structures, landscapes, and archaeological sites. South Carolina needs a more comprehensive law that requires state agencies to identify historic resources that might be affected by projects they fund, license, or permit and to mitigate negative impacts these actions might have.

**Provide incentives for local governments to adopt comprehensive plans and historic preservation ordinances.**

The State should encourage the use of state funds in jurisdictions that adequately plan for the development of their communities and the protection of their historic resources. This could include providing enhanced historic preservation and heritage tourism incentives to individuals in areas in which the local government has a comprehensive plan and a historic preservation ordinance. Incentives might be broader based and include preferential treatment in the evaluation of applications for many types of state funding. Incentives would encourage an increased level of comprehensive planning and could be an important component of a statewide growth plan.



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## ***For More Information***

*For more information about the recommendations or other sections of the report contact:*

Marion Edmonds  
South Carolina Department of Parks, Recreation and Tourism  
1205 Pendleton Street  
Columbia, SC 29201  
803-734-1370  
medmonds@prt.state.sc.us

Mary W. Edmonds  
State Historic Preservation Office  
South Carolina Department of Archives and History  
8301 Parklane Road  
Columbia, SC 29223  
803-896-6168  
edmonds@scdah.state.sc.us

Chad Lennox  
Palmetto Trust for Historic Preservation  
1314 Lincoln Street, Suite 213  
Columbia, SC 29201-3154  
803-771-0870  
wclennox@palmettoconservation.org

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